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SUMMARIES OF MAJOR DOCUMENTS FOR THE 1993 EXECUTIVE BOARD SESSION*

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* The present report contains the executive summaries of major documents before the Executive Board, as requested in decision 1990/1. Because of limitations on the length of documents imposed by the Board and the Bureau, it was not possible to include an executive summary in every document.

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I. REPORT OF THE EXECUTIVE DIRECTOR (E/ICEF/1993/2 (PART I))

1. The 1993 Executive Board meets at a time of global apprehension over certain world events, especially in the Horn of Africa, the former Yugoslavia, the Middle East, Central Asia and southern Africa. While the United Nations and its partners struggle to respond to the emergencies in these countries and regions, they must not lose sight of the "silent" emergencies that are killing and maiming far more children than the "loud" emergencies.

2. At the same time, there are positive changes in public attitudes towards children - almost 130 countries have ratified the Convention on the Rights of the Child, while 75 countries have completed national programmes of action (NPAs) in fulfilment of the commitments made at the World Summit for Children and another 60 are in the process of doing so. The achievement of universal child immunization in 1990 also has done much to convince public opinion that a new world order for children is feasible. Failure to seize the opportunities offered by the spread of democracy, increasing concern for the environment, the growing recognition of the role and power of women, and the increasing capacity of the media to provide knowledge would be a failure of vision and leadership.

3. This momentum for children is both threatened and abetted by world events. The world must be made aware of all that has been achieved for children in the past decades and be convinced that the majority of starving and traumatized children seen on television can be helped through a perfectly feasible programme of action. UNICEF cannot ignore the "loud" emergencies, as indeed it has not - 20 per cent of UNICEF programme expenditures in 1992 were devoted to emergency programmes, and four staff members lost their lives in emergency situations last year - but the larger challenge for UNICEF is to make the response to the "loud" emergencies an occasion for sustaining the drive against the still more horrible forces of poverty, ignorance and disease which take the lives of 35,000 children every day.

4. Although it is less than a year since the Executive Board last met, there is a full agenda for its consideration and counsel. Of course, the Board will be concerned with the nature and extent of the UNICEF response to new and continuing emergencies in Somalia, the former Yugoslavia, Iraq, Angola, Liberia, the Sudan, Afghanistan and elsewhere. But as it reflects on these crises, the Board will have some 44 country programme recommendations to approve, in addition to the 1992-1993 revised and 1994-1995 proposed administrative and programme support budget (E/ICEF/1993/AB/L.1 and Corr.1 and Corr.2). Underlying all its considerations are the formidable challenges of meeting the goals for children in the 1990s.

5. In the course of developing NPAs and during regional consultations, countries have found it necessary and useful to formulate intermediate goals. Achieving goals by mid-decade and by the end of the decade will require additional resources. UNICEF has estimated that in order to achieve the goals for the decade, some $25 billion per year would be required, two thirds from developing countries and one third from industrialized countries. If Governments of developing countries restructured their budgets so as to ensure at least 20 per cent for social sector needs, and if donors restructured

official development assistance (ODA) to ensure a similar 20 per cent for human priority concerns, the world would be close to providing the needed $25 billion.

6. The hope for this "20/20 vision" assumes that current levels of ODA will be substantially increased or restructured. It is a matter of considerable preoccupation, then, that some countries that have traditionally maintained ODA at or near recommended levels have found it necessary to reduce these levels as a result of severe economic pressure. UNICEF can only hope that these measures are strictly temporary and will not be imitated by other donors. The principle of a "first call for children" is particularly relevant when Governments must make difficult choices regarding the allocation of resources.

7. Another matter of concern is the continuing and still increasing debt of African countries. Finding ways to alleviate Africa's debt burden - and in the process to liberate some resources for investment in human development priorities - should not be beyond the capacity of the international community, including the international financial institutions.

8. Major management issues before the Executive Board will include the 1992-1993 revised and 1994-1995 proposed administrative and programme support budget and the implementation of General Assembly resolution 47/199 of 22 December 1992 on United Nations operational activities for development. Board members might wish to comment also on the recent evaluation of UNICEF.

II. REPORT OF THE EXECUTIVE DIRECTOR (E/ICEF/1993/2 (PART II))

Programme overview

9. Part II of the report of the Executive Director provides an overview of developments in UNICEF programmes and operations in 1992. Last year, UNICEF cooperated in programmes in almost 130 countries, the majority of which were in Africa (44), followed by Latin America and the Caribbean (35), Asia (34) and the Middle East and North Africa (14). In addition, in 1992 UNICEF expanded its programme of support to Central and Eastern Europe and the republics of the former Soviet Union. Programme expenditure in 1992 totalled $744 million ($390 million from general resources and $354 from supplementary funds). Child health remains the largest sector in overall UNICEF expenditure ($228 million, or 31 per cent of the total). Overall expenditure for 1992 was dominated by emergency assistance, which increased from $111 million in 1991 to $167 million in 1992. Programme expenditure on emergency and rehabilitation is distributed between health ($58 million), water supply and sanitation ($36 million), nutrition and household food security ($23 million) and children in especially difficult circumstances (CEDC) ($11 million). If these figures are combined, programme expenditure for health and water supply and sanitation have increased substantially. The share of programme expenditure on women across all sectors stabilized, as in previous years, at around 31 per cent.

Major strategic components

10. In 1992, field offices in all developing countries were actively involved in supporting follow-up to the World Summit for Children by Governments and non-governmental organizations (NGOs) in pursuit of the goals and strategies for

children in the 1990s. Nearly 80 countries have finalized NPAs and some 60 others are in the process of doing so. Other United Nations agencies, international financial institutions, bilateral aid agencies and NGOs have also been involved in the preparation of NPAs. The work of UNICEF in this regard was carried out as part of support to country programmes, which are increasingly situated within the NPA process as a catalytic element in a much larger national effort for children.

11. Endorsements for continued pursuit of the goals were made by high-level regional groupings in Africa, Asia and Latin America. Three of these gatherings were the Conference on Children in South Asia organized by the South Asian Association for Regional Cooperation (SAARC); the Conference on Children's Welfare, Protection and Development of the League of Arab States; and the International Conference on Assistance to African Children (ICAAC), organized by the Organization of African Unity (OAU). All three adopted feasible intermediate goals for achievement by mid-decade. (See paras. 48 to 55 below for a summary of the report on follow-up to the World Summit for Children (E/ICEF/1993/12).)

12. During 1992, a number of important steps were taken towards creating or strengthening structures for monitoring progress towards the goals adopted by the World Summit. In addition, excellent progress continued to be made in the adoption of the Convention on the Rights of the Child. By the end of the year, 127 countries had completed steps to ratify the Convention. UNICEF continued to emphasize the importance of children's rights through efforts to accelerate the implementation of the Convention, including relevant training and studies and research.

13. Advocacy for children continued in 1992, through forums such as the Non-Aligned Summit, the Summit of First Ladies of Latin America and the Caribbean, the French-African Summit, the Ministerial Meeting of the League of Arab States and the summit-level Group for South-South Cooperation and Consultation. NGOs played a vital role in ensuring that the needs of children were high on the agenda of major international conferences. UNICEF worked to draw attention to the needs of children affected by conflict, and the Executive Director used advocacy as a tool to create "humanitarian corridors" and "days of tranquillity".

14. Global acceptance of the concept of "development with a human face" went a step further in 1992 as countries produced NPAs as a means of achieving the goals for the year 2000. The human development country initiative, launched jointly in 1990 by the United Nations Development Programme (UNDP), UNICEF and the United Nations Office at Vienna, resulted in 1992 in the completion of human development country plans in four countries: Bangladesh, Colombia, Ghana and Pakistan. UNICEF efforts in inter-agency collaboration emphasized giving tangible form to the concept of development with a human face. In the past year, UNICEF has attempted to involve the World Bank in the NPA process, especially in sub-Saharan Africa, so that the Bank and other bilateral and multilateral agencies can direct a greater proportion of their resources to the social sectors. UNICEF also continued its efforts for "debt relief for children" in 1992 and to date has carried out nine debt conversion transactions, resulting in debt with a face value of $30 million being converted into local currency valued at more than $10 million.

15. UNICEF continued to work on reaching the poorest in 1992 through country programmes and the implementation of NPAs. UNICEF assistance has focused generally on reaching poor and disadvantaged groups in order to achieve universal coverage of services or because the poor are the specific target of the programme, as in the case of area-based programmes in rural or urban poor communities, women's income-generating projects and CEDC services. The least developed countries (LDCs) continued to receive priority in UNICEF country programmes, particularly in terms of resource allocation within UNICEF. UNICEF country programmes in LDCs also pay special attention to the poorest and most disadvantaged, as they do in other countries. In the end, however, the greatest UNICEF contribution to poverty alleviation is not what the organization does with its own limited resources, but rather how UNICEF, through advocacy, mobilization, demonstration of strategies and technical support, helps to reorient national objectives, efforts and resources to serve the needs of the poor.

16. Support for national capacity-building has been identified as a key strategy for contributing to the achievement of the goals for children in the 1990s. UNICEF cooperation activities, focused on national goals and objectives for children and women far beyond the capacity of UNICEF financial and human resources, rely on indigenous capacity, competence and skills. Both as specific sectoral objectives and as a programme strategy, aspects of capacity-building can be found in most country programmes. National capacity-building and empowerment are related in that several key elements are common to both programme strategies. Knowledge and skills that help programme personnel to perform effectively also empower them to exercise judgement and take greater responsibility, allowing programmes to be more decentralized and bringing decision-making closer to the target population.

17. The historic United Nations Conference on Environment and Development (UNCED) and the adoption of the Rio Declaration and Agenda 21 were significant events in 1992. UNICEF was an active participant in the Conference and in the activities leading up to it through advocacy of human-centred, poverty-focused approaches to environment and development, both at national and international forums; through facilitating the preparation of national reports to the Conference; and through campaigning for the active participation of children and women in the Conference and for inclusion of their concerns in its debates. Agenda 21 specified that specific major goals for child survival, development and protection agreed upon at the World Summit for Children remain valid also for Agenda 21. UNICEF was given the specific responsibility, together with the United Nations Development Fund for Women, to promote operational programmes and projects that will strengthen the participation of women in sustainable development and decision-making. Efforts are being made to include environmental dimensions in country programmes through the promotion of primary environmental care activities that address the basic needs of communities, improve the environment for children at household and community levels, and encourage the participation of local populations, including women, youth, children and indigenous people, towards the objective of integrated community management of resources. (See paras. 56 to 66 below for a summary of the report on children, environment and development (E/ICEF/1993/L.2).)

18. Regarding United Nations operational activities for development and the implementation of General Assembly resolution 47/199 of 22 December 1992, the

Executive Director believes that the country strategy note mandated by the resolution is an opportunity to strengthen inter-agency collaboration. It is also an important opportunity for UNICEF to enlist broader support for child-related efforts such as the goals and strategies established by Governments in their NPAs. UNICEF intends to promote the implementation of the resolution as a priority matter. A summary of the report on UNICEF and the reform of the United Nations system (E/ICEF/1993/L.8) can be found in paragraphs 122 to 124 below.

Other programme responses

19. The challenge for UNICEF in Africa remained undiminished in 1992, dramatized by several continuing emergencies on the continent. The convening of ICAAC by OAU was potentially the most important event for children in Africa in 1992. This landmark meeting of representatives of 44 African countries, 18 donor countries and 18 intergovernmental organizations was a unique opportunity for African Governments and NGOs to put their own efforts for children and women in Africa on the international agenda. In the "Consensus of Dakar", adopted by the Conference, African countries committed themselves to reach several intermediate human goals by the end of 1995, to link NPAs with national development planning and financing structures, and to continue the NPA process at subnational levels. The Consensus also identifies the need for external assistance to place special emphasis on programmes for children and women in Africa, thus contributing to capacity-building at national and subnational levels, achieving sustainability, particularly through empowerment of the community and donor commitment. The commitment expressed by the Executive Board in decision 1991/13 (E/ICEF/1991/15), and reaffirmed in decision 1992/21 (E/ICEF/1992/14), to make Africa the region of highest priority is even more appropriate now than before, and the Board may wish to review the actions being taken within and by UNICEF partners to realize this priority. (A summary of the report on ensuring child survival, protection and development in Africa (E/ICEF/1993/L.4) can be found in paras. 67 to 79 below.)

20. In decision 1992/19 (E/ICEF/1992/14), the Executive Board authorized UNICEF to expand the focus and scale of its programmes of support to Central and Eastern Europe, the Baltic States and the Commonwealth of Independent States. The Board also approved the development of national programmes of assistance for countries meeting UNICEF criteria for support. There are eight such countries: Albania, Armenia, Azerbaijan, Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan. In 1992, a special representative was appointed for Albania, while the UNICEF representative for Afghanistan acted as focal point for the four Central Asian Republics and Kazakhstan. The report also discusses the six collaborative missions to the former Soviet Union undertaken in early 1992 by the World Health Organization (WHO) and UNICEF, as well as UNICEF support to children and mothers who are victims of the Chernobyl nuclear disaster. In addition, it discusses emergency activities in the former Yugoslavia and programmes in Romania and Albania. The report on the situation of children and women in Central and Eastern Europe and the new independent States (E/ICEF/1993/L.7) is summarized in paragraphs 107 to 121 below.

21. During 1992, UNICEF provided assistance to children and women affected by natural and man-made emergencies in some 56 countries. UNICEF also became involved in an unprecedented number of emergencies, including several

large-scale and politically complex ones. In the light of the lessons learned in responding to the growing numbers of complex emergencies and from experiences in working with the United Nations Department of Humanitarian Affairs (DHA), UNICEF is working to update its emergency policies, guidelines and operational directives in order to maximize its comparative advantages and respond effectively to emergencies. The major focus of these policies will continue to be the need for a continuum from relief to development, emphasizing disaster prevention, preparedness, vulnerability analysis, national capacity-building and community entitlement; these should receive increased attention in regular country programmes, particularly in countries affected by emergencies. For a summary of the report on UNICEF emergency operations in 1992, including a discussion of the implications of the reform of United Nations humanitarian assistance for UNICEF (E/ICEF/1993/11), see paragraphs 30 to 47 below.

Fields of activity

22. Major fields of activity in 1992 discussed in the report include primary health care (PHC); immunization and the Children's Vaccine Initiative; control of diarrhoeal diseases; control of acute respiratory infections; the UNICEF strategy for the prevention of human immunodeficiency virus/acquired immune deficiency syndrome (HIV/AIDS); women's health, safe motherhood, child spacing and family planning; women in development and the girl child; the Bamako Initiative; nutrition and household food security, including breast-feeding and the "baby-friendly" hospital initiative; basic education; water supply and environmental sanitation; eradication of dracunculiasis (guinea worm disease); urban services; CEDC; childhood disability prevention and rehabilitation; and drug abuse control and healthy lifestyles for youth.

23. Other supporting activities included programme evaluation and research; programming and programme management systems; and programme communication. Also discussed in the report are the important collaboration with NGOs; parliamentarians, religious leaders and personalities; and National Committees for UNICEF. Activities in 1992 in education for development and information, communications and media relations are also detailed.

24. Fund-raising efforts in 1992 focused on reaching the targets set in the medium-term plan for 1992-1995 (E/ICEF/1992/3). Particular efforts were made to encourage increases in contributions from developed countries that are not making a contribution to UNICEF commensurate with their financial capacity and from developing countries that have achieved substantial human, social and economic progress during the last decade. UNICEF also encouraged a general mobilization of international resources for NPAs. In 1992, contributions to general resources reached $548 million, to regular supplementary-funded programmes $190 million and to emergencies $204 million, totalling a record high of $942 million, 6 per cent above the medium-term plan target and an increase of 9 per cent over 1991. Although the increased level of emergency funding has not led to a reduction in the level of funding for regular supplementary funding programmes compared to 1991, it is of some concern to UNICEF that supplementary funding has not increased at the rate projected in the medium-term plan.

25. During its 1991-1992 season, the Greeting Card and related operations (GCO) contributed $82.2 million to general resources, which includes the net operating income from the sale of UNICEF greeting cards and other products of $61 million;

net operating income of $32 million from private sector fund-raising activities, including special fund-raising events ($0.9 million), offset by $10.7 million for exchange rate adjustments, replenishment of the special operating account, accounts receivable write-offs and prior years' adjustments. In spite of adverse conditions during the 1991-1992 season, including the global recession and the difficult economic and political circumstances in Central and Eastern Europe, the consolidated net income of $82.2 million is the highest ever in GCO history.

Operations

26. In the area of operations, the report states that under the direction of the Deputy Executive Director, Operations, and the Budget Planning and Review Committee, UNICEF conducted an extensive review of all headquarters and field offices for preparation of the revised 1992-1993 and proposed 1994-1995 administrative and programme support budgets (E/ICEF/1993/AB/L.1 and Corr.1 and Corr.2). The major issues addressed in these budgets are the proposal by UNICEF to migrate from the Wang platform to another computer platform; the reduction of a number of posts at headquarters; reorganization of the Programme Division and the Division of Personnel and the creation of an Office of Emergency Programmes and an Office of Social Policy and Economic Analysis; and implementation of actions requested at the 1991 and 1992 Executive Board sessions.

Income and expenditure

27. Total income in 1992 was $938 million, the first time that UNICEF income exceeded $900 million. This was $108 million more than the $830 million total income estimated in the 1992 medium-term plan and $131 million (16 per cent) more than total income in 1991. In 1992, income from Governments, intergovernmental organizations and the United Nations accounted for 75 per cent of total income, the balance being non-governmental income. General resources income in 1992 was $548 million, $30 million more than the amount estimated in the 1992 medium-term plan and $42 million (8 per cent) higher than in 1991. Total income from supplementary funds was $390 million, $78 million more than the medium-term plan and $89 million greater than in 1991. Supplementary funds contributions for emergencies in 1992 were $204 million and non-emergency supplementary funds income $168 million.

28. In 1992, total expenditures were $932 million. Programme expenditure was $744 million, $33 million more than the medium-term plan amount. In 1992, supplies and equipment accounted for 47 per cent of total programme expenditure and cash assistance accounted for 53 per cent. Budget expenditures for programme support services and administrative services amounted to $178 million, $7 million less than the medium-term plan.

Financial and human resource management

29. In a discussion of UNICEF financial management, the report reviews the follow-up to audit recommendations and the review of financial accountability in UNICEF. Under human resources management, it is stated that as of 31 December 1992, UNICEF had a total of 6,288 staff members, comprising 1,257 international Professionals, 54 Government-sponsored, 799 national Professional officers and 4,178 General Service staff. These staff were

assigned to 207 locations in 115 countries worldwide. Of the staffing complement, 35 per cent of Professionals are women, 65 per cent of Professionals are from developing countries and 82 per cent of all staff serve in field locations. Other areas discussed include recruitment and placement, safety and staff security and training. Activities in 1992 concerning supply operations, administrative management services, information resources management and internal audit are also reviewed.

III. UNICEF EMERGENCY OPERATIONS (E/ICEF/1993/11)

30. The year 1992 was a period of extensive and intensive humanitarian relief activities for the United Nations system, including UNICEF. The year saw the increasing involvement of UNICEF in emergency situations of varying nature, magnitude and complexity, whether natural, man-made or a combination of both. UNICEF provided emergency assistance to 54 countries in Africa, Asia, Europe, Latin America and the Middle East. In addition to its involvement in nine major complex emergencies in Afghanistan, Angola, Haiti, Iraq, Liberia, Mozambique, Somalia, the Sudan and the former Yugoslavia, UNICEF provided emergency assistance to well over 40 countries affected by natural disasters and health emergencies.

31. In recent years, UNICEF, within the framework of its mandate and long-term development objectives, has been calling for a new ethic that would help to stop the largely needless preventable deaths of 35,000 children daily in developing countries. The overwhelming majority of these children, who are caught in "silent" emergencies, die because of invisible emergencies caused by problems of mass poverty and gross underdevelopment that have existed for so long that they do not capture the attention of the media. In contrast, the "loud" emergencies in countries such as Somalia and the former Yugoslavia appear on the news every day and make headlines that capture the world's attention and draw its sympathy and resources. Such tragedies are also unacceptable, but the number of their victims is far less than those caused by malnutrition, disease and poverty. In 1992, the number of deaths of children under five years of age brought about by "loud" emergencies was about 500,000, a small proportion of the 13 million children who die every year. In responding to the "loud" emergencies that capture media attention, UNICEF must continue to draw attention to the needs of the millions of children caught in the "silent" emergencies.

32. For UNICEF, the balance between emergency support and long-term action is not easy to strike, even though the primary responsibility of UNICEF is the developmental response to the "silent" emergencies, and general resources are used primarily for that purpose. Large-scale emergency aid has at times seriously disrupted the organizations's normal long-term activities in a number of countries. The impact of emergencies on UNICEF resources has been mitigated to the extent that special contributions have been made for specific activities. Since UNICEF has become increasingly dependent on special contributions for regular programmes, however, the competition between emergencies and long-term activities can be acute. In 1992, supplementary funding income for emergencies exceeded supplementary funding for long-term programmes for the first time.

33. Increasing pressures and demands are being placed on UNICEF to provide a positive and rapid response whenever an emergency situation occurs. Within the

framework of its mandate, the first response of UNICEF is to ensure that the needs of children and women caught in emergency situations are met immediately. When immediate needs have been adequately met, UNICEF concentrates its efforts on the rehabilitation/development phase. The main challenge in 1992 was the provision of humanitarian assistance in politically complex emergencies in an environment of increasing violence, weak public administrative structures and insecurity. In 1992 and early January 1993, four UNICEF international staff members and three locally hired ancillary workers were killed and several were wounded while helping children and women in need. The question of staff security is an issue of major concern which needs to be addressed as a priority by the United Nations system.

34. With the establishment of DHA, UNICEF collaborates even more closely with other United Nations partner agencies, especially the World Food Programme and the Office of the United Nations High Commissioner for Refugees (UNHCR). High-level advocacy efforts pursued during 1992 by United Nations officials, including the Executive Director, have helped to find negotiated solutions for the delivery of assistance to children and women, for example in Somalia and the former Yugoslavia.

35. UNICEF policies and approaches to emergencies are discussed at length in the report. Most importantly, UNICEF policies specify clearly that emergency interventions should be in line with the overall priorities of the organization and an integral part of a continuous long-term development process. In general, UNICEF emergency responses fall within areas covered by and supportive of regular country programmes, thus facilitating the integration of emergency-related interventions into country programmes. UNICEF also has worked to promote national capacity-building in countries affected by emergencies, but recognizes that more needs to be done in this area; the capacities and expertise of Governments, especially in disaster-prone countries, to provide an adequate response to emergencies and mitigate their impact should be strengthened. Other important policies are collaboration with United Nations agencies and NGOs and relations with the media.

36. The report goes on to discuss the recent restructuring of United Nations humanitarian assistance, which included the establishment of DHA, the Inter-Agency Standing Committee and the Central Emergency Revolving Fund (CERF), and the use of consolidated appeals. UNICEF believes that DHA has a critical role to play, especially by providing leadership and ensuring an adequate response within the United Nations in dealing with and responding to increasingly politically complex emergency situations and in ensuring through political negotiations with the parties to a conflict access for humanitarian relief to the people in need. Some adjustments to the originally established mechanisms will enable DHA to fulfil more effectively its coordinating functions. DHA should strengthen its information channels, but itself should not be involved in actual operations. Further clarification of the role of DHA in New York and Geneva would enhance the ability of UNICEF to provide its support.

37. During 1992, UNICEF enhanced its support to the coordination structure, cooperating closely with DHA in all areas of responsibility. UNICEF has also taken steps to second three staff members to the DHA office and to fund two posts in order to contribute to its coordinating work.

38. The role played by DHA in complex emergencies in disentangling political and operational problems is very important. While coordinating arrangements seem to be working well at the global level, some problems remain at the country level, where leadership and coordination are vital and should be exercised with authority and mutual respect. UNICEF believes that the definition of responsibilities among the various agencies concerned, based on the comparative advantages and mandates of each one, is still an issue and is causing delays in developing inter-agency programmes of action. DHA should take a strong leadership role in addressing this question.

39. The lessons learned by UNICEF in its involvement in recent years in a growing number of emergencies of different nature, magnitude and complexity have led it to suggest that in large-scale and politically complex emergencies, a full-time coordinator of humanitarian work with international standing, with the necessary experience, expertise, skills, clear-cut responsibility and authority is required, as well as the resources to fulfil that function. As demonstrated by UNHCR in the former Yugoslavia, the coordinating responsibility can often be assumed by the leading operational agency on behalf of DHA during the period of the major emergency. In addition, politically complex emergencies increasingly will require a greater working relationship with the peace-keeping forces assigned by the Security Council to some areas. This also requires a seasoned and knowledgeable team leader who is sensitive to military operations and procedures.

40. UNICEF welcomes the inter-agency consolidated appeals coordinated by DHA which, to date, generally have had good results. However, there are still issues that need to be addressed for the consolidated appeals to become a more effective funding instrument: (a) the appeal preparation and launching process should be accelerated and streamlined; (b) there should be a better balance between the importance of food and non-food interventions; (c) a follow-up mechanism should be established by DHA to encourage and accelerate donor response and transfers of funds; (d) there should be a more systematic approach to updates of emergency requirements, either in the form of a consolidated appeal or on the basis of individual agency updates; (e) the sometimes unequal distribution of funds caused by donors earmarking funds for particular projects should be addressed; and (f) DHA should develop a tighter monitoring system showing the finances received and when they are allocated and spent by the agencies concerned, together with some indicators of the number of beneficiaries reached and with what assistance.

41. Experience to date has proved the usefulness of CERF for initiating the implementation of some interventions after the launching of a consolidated appeal, but before donor contributions have been received. Several operational agencies, while acknowledging the usefulness and importance of CERF, have sought greater flexibility in its use, especially regarding the reimbursement procedure in cases where no contribution is received towards an appeal. The risk of borrowing from CERF without confirmed pledges is another issue.

42. Another issue is that the use of cash advances from CERF by UNICEF is not covered by the existing UNICEF Financial Regulations and Rules. The Executive Director, therefore, proposes that the following guidelines be used in applying regulation 8.3: when a UNICEF emergency programme is part of a United Nations Inter-Agency Consolidated Appeal for Humanitarian Programme, the Executive

Director may, if necessary between Board sessions, implement the UNICEF emergency operations by using a CERF cash advance pending receipt of contributions to be raised under the Inter-Agency Consolidated Appeal for the UNICEF-specific components. This will be reported to the Executive Board at its next session. In the event that such emergency appeals fall short, UNICEF will use general resources funds to repay CERF as per the terms and conditions and time specified in document ST/SGB/251 dated 22 July 1992 in accordance with its own regulations and rules.

43. The UNICEF response to all small-scale emergencies caused by natural disasters is financed by the Emergency Programme Fund (EPF). EPF is also used to finance initial actions in major complex emergencies pending receipt of donor contributions. In 1992, EPF allowed UNICEF to make a rapid response to emergencies in 32 countries. Because of the increase in the number and severity of emergencies, the proposed 1994-1995 global funds budget (E/ICEF/1993/P/L.3 and Add.1) includes a proposal that EPF be increased from $14 million to $30 million per biennium (see para. 145 below).

44. The Executive Director believes that both CERF and EPF are useful and complement each other in responding to emergency requirements. However, there are four elements that need to be considered regarding the utilization of CERF: (a) disbursements are in general for major complex emergencies; (b) an inter-agency consolidated appeal is a prerequisite and its preparation can be time-consuming; (c) CERF makes cash advances on the basis of consolidated appeals only; and (d) funds advanced from CERF need to be reimbursed within 12 months. When an emergency occurs, a rapid response is required and UNICEF needs funds to act quickly. The UNICEF capacity to react rapidly to meet urgent humanitarian requirements depends to a large extent on the existence of EPF.

45. UNICEF has taken steps to increase its emergency management capacity both programmatically and operationally in order to provide a coherent, expeditious and effective response to emergencies when they occur. The Executive Director has established an independent Office of Emergency Programmes and proposes to increase the staffing levels of the affected field offices and the New York and Geneva offices. Internal task forces have been established at headquarters comprising representatives at the senior management level. The capacity of concerned field offices has been strengthened through internal restructuring, redeployment and staff training. Two regional workshops on emergency training were held in Africa in 1991-1992. Through the Supply Division warehouse at Copenhagen, UNICEF is able to ensure the rapid delivery of relief supplies.

46. The second part of the report provides a comprehensive review of UNICEF emergency activities in 1992, including complex emergencies in Afghanistan, Angola, Haiti, Iraq, Liberia, Mozambique, Somalia, the Sudan and the former Yugoslavia. Activities in other countries are also reviewed, including Ethiopia, Djibouti, Kenya and Zaire. Also discussed are financing of emergencies and evaluation of emergency programmes.

47. The report concludes with a number of recommendations. With regard to the balance that must be struck between emergency support and long-term action, the Executive Board might wish to consider the following principles: (a) as a matter of principle and policy, UNICEF must continue to respond to the needs of children in both "silent" and "loud" emergencies; (b) for both emergency support

and long-term action, UNICEF must provide its support in ways that emphasize empowerment, capacity-building and prevention; (c) UNICEF must apply some practical guidelines in allocating its resources; (d) the emergency financial support provided by UNICEF to any given country should be financed primarily from supplementary funds; and (e) accordingly, total emergency allocations will be governed primarily by the willingness of donors to contribute supplementary funds to emergency programmes. Other recommendations concern continued support for DHA, the importance of a rapid response and the security and protection of staff.

IV. PROGRESS REPORT ON FOLLOW-UP TO THE WORLD SUMMIT FOR CHILDREN (E/ICEF/1993/12)

48. Keeping the promise and commitments of the World Summit for Children has been facilitated through two concrete instruments: the Convention on the Rights of the Child, now ratified by nearly 130 Governments; and NPAs which the 137 countries that have signed the Summit Declaration committed themselves to prepare. As of early February, when the report was prepared, more than 75 NPAs had been finalized, while 30 were available in draft form and at least 32 were under preparation. The challenge of translating these programmes into action still lies ahead, but the steps that have been taken so far give hope that the promises are indeed being kept.

49. In reviewing progress in the preparation of NPAs, the report states that while in 1991 sub-Saharan Africa was the region with the fewest finalized NPAs, in 1992 it has more completed than any other region. ICAAC was a catalyst for the acceleration of NPA preparation in Africa. The Latin American and Caribbean region has the highest proportion of finalized NPAs, with 97 per cent of the region's child population covered. The smallest proportion is among the republics of the former Soviet Union, which are undergoing transitions that make long- or even medium-term planning and programming extremely difficult. Similarly, most of the developing countries that have not reported any action are countries affected by war, disaster or other extreme difficulties. The number of industrialized countries with finalized NPAs has doubled in the last year, but the number for which no action has been reported has scarcely changed, from 24 to 21.

50. Most NPAs are integrated into the national development planning process, or its equivalent, wherever such a process exists. The NPA process is not simply a technocratic exercise, however. In many countries it is a capacity-building process through which, often for the first time, many different sectors of Government and civil society take a comprehensive approach to the totality of children's and women's needs. The process often involves a broad selection of institutions, governmental and non-governmental, religious and secular, public and private, national, regional and local.

51. NPAs are linked closely with the implementation of the Convention on the Rights of the Child. This link is made explicit in more than 20 NPAs from all parts of the world. Among industrialized countries, the Nordic countries and the Netherlands are especially notable for the way the Convention is central to their NPAs. Even where it is only implicit, the NPA is one of the few instruments available for setting a time-frame for a Government's minimum core

of obligations under the Convention. This has been recognized by the Committee on the Rights of the Child, which has included the NPA among the documents it wishes to review in connection with the reports it receives from States Parties to the Convention.

52. Regional developments are reviewed at length in the report, including, in sub-Saharan Africa, ICAAC, which set specific intermediate goals to be met by 1995; in Asia, the SAARC Conference on Children in South Asia and a regional consultation on the rights of the child held in Beijing, China; in the Middle East and North Africa, the high-level meeting on child welfare, protection and development sponsored by the League of Arab States; and in Latin America and the Caribbean, a ministerial-level meeting of 19 Governments held in Mexico City to evaluate progress made with respect to NPAs. While countries such as Belgium, Canada, Germany, the Netherlands, Norway, Portugal and the United States completed NPAs in the last year, in some industrialized countries, there is a perception that NPAs are not applicable as they have achieved a high level of well-being for their children. However, the NPA is the appropriate follow-up to the Summit commitments of all countries, rich and poor alike.

53. The percentage of ODA allocated to basic human needs has been the subject of intensive scrutiny since the World Summit for Children. If ODA and national budgetary allocations were to be restructured to meet the "20/20" formula, the major portion of the additional financial resources needed to reach the NPA goals would be guaranteed. NPAs of some donor countries indicate an effort to review both bilateral and multilateral assistance to promote the goals of the Summit and the Convention, but the question of relative proportions of ODA to priority human needs is not discussed directly in any donor country NPA.

54. Also discussed in the report are global developments related to Summit follow-up, such as UNCED, which in Agenda 21 stated that the goals of the World Summit for Children are also valid for Agenda 21. Inter-agency collaboration is also reviewed, as are the contents of NPAs. Many focus on goals, strategies, resource requirements, resource mobilization, monitoring and implementation.

55. The report concludes with a recommendation by the Executive Director that the Executive Board: (a) urge that the personal involvement of Heads of State or Government in the commitments of the Summit be maintained and strengthened; (b) encourage countries to examine their NPAs so as to identify a set of feasible targets by mid-decade; (c) request that collaboration with international financial institutions be strengthened to ensure that NPAs are taken into account at relevant moments of the poverty reduction, lending and adjustment processes; (d) propose that the follow-up to the World Summit for Children be coordinated with the work of the Sustainable Development Commission; and (e) urge that there be a "20/20" commitment of ODA to human development needs.

V. CHILDREN, ENVIRONMENT AND SUSTAINABLE DEVELOPMENT: UNICEF RESPONSE TO AGENDA 21 (E/ICEF/1993/L.2)

56. At its 1992 session, the Executive Board requested the Executive Director to submit at its 1993 regular session a report incorporating recommendations for the UNICEF response, primarily through country programmes, for effective

implementation of relevant parts of Agenda 21 (E/ICEF/1992/14, decision 1992/31). Agenda 21, adopted by UNCED, provides a comprehensive framework for the next century and, from the point of view of UNICEF, there are several areas of particular importance.

57. Agenda 21 recognizes that infants and children need special protection and acknowledges that specific major goals for child survival, protection and development agreed upon at the World Summit for Children also are valid for Agenda 21. It urges Governments to take the necessary measures to ensure the fulfilment of these goals and to ratify the Convention on the Rights of the Child as early as possible. Agenda 21 emphasizes that children are very aware of environmental concerns and their interests need to be taken into account so that they can participate fully in safeguarding the environment. UNICEF was requested specifically to develop programmes for children and programmes to mobilize children by fostering cooperation and collaboration among Governments, NGOs and other United Nations agencies, with specific focus on activities including: primary environmental care (PEC) to meet the basic needs of communities, improve the environment for children at household and community levels and encourage the participation and empowerment of local populations; expansion of educational opportunities for children and youth; mobilization of children and parents; and advocacy.

58. The report goes on to discuss institutional arrangements for follow-up to the "Earth Summit", including the establishment by the General Assembly of the Commission on Sustainable Development and the Inter-Agency Committee on Sustainable Development established by the Administrative Committee on Coordination.

59. UNICEF country offices have reported an increasing interest in the environment; at the request of Governments, several have assisted in conducting studies and situation analyses linking the state of the environment to the plight of the poor, with particular reference to children and women, and in co-sponsoring national seminars and conferences on the topic. A large number of country offices initiated public campaigns and children's hearings to increase environmental awareness among schoolchildren and to involve them in the protection of the environment around their schools, homes and communities.

60. These activities supplemented regular country programmes where environmental components were included as integral parts, at household and community levels, to improve the well-being of children and their families. Programmes that bear particular relevance in this context are: (a) provision of clean water, adequate sanitation and health education, including personal and household hygiene; (b) ensuring household food security and promoting knowledge of food preparation techniques to reduce malnutrition; (c) delivery of PHC services, including the Bamako Initiative, through community participation and control; (d) enhancing basic skills as part of "education for life" through formal and non-formal education, "third channel" activities and mobilizing people to use Facts for Life; (e) promotion of such activities related to women as food processing, handicrafts, appropriate technologies for reducing women's workload, small business promotion and raising of livestock; and (f) provision of integrated basic services in rural and urban areas related to maternal and child health (MCH), water supply and environmental sanitation, food and nutrition, education and training, income-generating activities and, to a

certain extent, fuel-efficient cooking stoves, alternative energy supplies and small-scale agroforestry.

61. These human-centred, poverty-focused UNICEF programmes are crucial for reducing child illness and malnutrition and for reaching the goals of the World Summit for Children. They also help to slow population growth and make possible environmentally sustainable development. There is, however, much more to be done to strengthen these programmes further. The environmental dimension has to be made more explicit in the UNICEF country programming process. For achieving sustainabilty of the important achievements made so far, PEC holds great promise. It provides an approach that integrates the effort to meet basic needs through empowerment of people to improve their environment.

62. The concept of PEC is a community-based development approach that has three interrelated elements: meeting basic needs; empowering local communities; and ensuring the protection and optimal use of natural resources in and around the community. The basic premise is that environmental considerations must be linked to economic and social progress because environmental fragility and degradation threaten directly the livelihood of most people in developing countries. Innovative environmental interventions at the country level are necessary to enable people, especially the poor, to manage their resources responsively and creatively so that they can meet the key goals related to PHC, nutrition, household food security, and access to low-cost water supply, environmental sanitation and basic education. At the same time, experience has shown that meeting these social development goals can be particularly beneficial with regard to protection of the environment.

63. PEC seeks to prevent two types of environmental deterioration: resource degradation, through improving the availability, in terms of quantity and quality, of the natural resources that provide food, fuel and clean water; and pollution, by working to bring about effective behavioural change, at both household and community levels, in alleviating the hazards of pollution.

64. Lessons learned from selected case examples of PEC are discussed in the report, and include projects in Bangladesh, Botswana, Brazil and the Amazon Basin, Madagascar, Nepal, the Niger and the Philippines. These cases are also discussed in detail in the annex to the report.

65. In response to the recommendations of Agenda 21, the UNICEF mandate and operational flexibility for community-level action, through partnership with government agencies, NGOs and local community groups, should be pursued more actively to implement PEC and encourage innovative grass-roots activities. The role of UNICEF as facilitator, through modest seed funding and subsequent emphasis on advocacy and social mobilization, needs to be encouraged so that local capacity is strengthened and goals of self-reliance and sustainable development are realized. The report goes on to discuss three strategic priorities: providing special attention to priority groups; building environmental awareness among children and women; and advocacy and social mobilization.

66. The report concludes with a recommendation by the Executive Director that the Executive Board decide that UNICEF should take active steps, by maintaining close cooperation with the Commission on Sustainable Development and other

relevant bodies, to develop programmes for children and women, incorporating PEC as a fundamental approach. In implementing PEC, priority would be given to the poorest segments of the population, empowerment of children and women and solidarity with NGOs. Emphasis would be given to developing and refining tools, indicators and methods for the systematic analysis of environmental causes and consequences during situation analyses, programme reviews, evaluations and strategy meetings. The Board would invite the Commission on Sustainable Development to include the goals and strategies for children and development in the 1990s in its deliberations on the multi-year thematic programme of work.

VI. ENSURING CHILD SURVIVAL, PROTECTION AND DEVELOPMENT IN AFRICA (E/ICEF/1993/L.4)

67. This report was prepared in response to decision 1992/21 (E/ICEF/1992/14), in which the Executive Board requested a report on progress made in implementing the UNICEF commitment to Africa as the region of highest priority at present and on activities undertaken to respond to emergencies in Africa. The Board also requested that UNICEF support ICAAC, facilitate long-term funding for NPAs in Africa and report on future activities to be undertaken by UNICEF to ensure child survival, protection and development in Africa.

68. Regrettably, the poor indicators of the situation of children and women in sub-Saharan Africa have not changed significantly in the last year. Indeed, for the first time in 30 years, there are signs that infant mortality rates (IMRs) in some countries (Uganda and Zaire) are actually increasing, rather than declining more slowly than needed to achieve the human development goals. Another factor affecting a number of African countries is the high prevalence of HIV/AIDS.

69. On the more positive side, the medium- to long-term prospects for children and women in Africa are, by contrast, quite good. The gradual - but widespread and definite - move to greater popular participation in Africa bodes well for issues of human development such as health, education and access to clean water. However, there is as yet no evidence that more open democratic systems in Africa alone will be able to reverse years of economic mismanagement. Economic growth will depend on a number of global factors as well.

70. Measured in financial terms, total UNICEF programme delivery in Africa increased by 35 per cent from $210 million in 1991 to an estimated $284 million in 1992. The increase of $74 million comprised an increase of $11 million in general resources and $63 million in supplementary funds. Excluding expenditure on emergency programmes, expenditure on regular programmes in Africa increased from $175 million in 1991 to an estimated $200 million in 1992. The greater share - 52 per cent - of supplementary-funded expenditure in 1992 was for emergency activities.

71. Contributions to supplementary-funded programmes in Africa increased from $97.2 million in 1991 to an estimated $160.9 million in 1992. However, while supplementary funding contributions to emergency programmes in Africa have risen by $72.7 million (from $40.9 million in 1991 to $113.6 million in 1992), supplementary funding contributions to regular programmes have decreased by some $9 million (from $56.3 million in 1991 to $47.3 million in 1992), and only

31 per cent of all approved programmes for supplementary funding for Africa in 1992 were funded. Given that over 57 per cent of the 1992 contributions were for activities in just three countries in the Horn of Africa (Ethiopia, Kenya and Somalia), the lack of supplementary funding for longer-term child development efforts in other parts of Africa is a cause of increasing concern to UNICEF.

72. In recent years, UNICEF has paid increasing attention to sustainability and capacity-building in country programmes in Africa. UNICEF supported national planning capacity in the development of NPAs in many countries, while programmes promoting the development of health systems using the Bamako Initiative strategy emphasized support to subnational and community-level organizational structures. In developing or reviewing country programmes with Governments, UNICEF has emphasized the support that existing or reformulated programmes can give to decentralization and community empowerment (particularly of women), both of which are key strategies supported by UNICEF.

73. UNICEF emergency assistance to Africa increased significantly in 1992 in response to the sharp deterioration in the situation of children and women in countries such as Angola, Kenya, Liberia, Somalia and in southern Africa. At the same time, the nature of the UNICEF response had to change to adapt to the nature of complex emergencies, especially in Angola, Liberia and Somalia. In several countries, UNICEF and United Nations staff and supplies themselves became the focus of attacks and looting by forces involved in civil strife, and several staff members lost their lives in 1992.

74. The Horn of Africa was the focus of major assistance to the continent in 1992 because of the combined effects of war, drought and political instability in Ethiopia, Kenya and Somalia, which caused massive population movements both internally and across borders in the subregion, which also includes Djibouti and the Sudan. Another subregion affected by an emergency situation was southern Africa, where over 18 million people, two thirds of them women and children, were affected by a severe drought. The UNICEF response to the emergency in Liberia is also discussed.

75. The most important event in 1992 for children in Africa was ICAAC. One of the major achievements of the Conference was the commitment by participants to achieve a series of key intermediate goals to be met by the end of 1995. African Governments also clearly demonstrated the measures they were taking through restructuring of budgetary resources to address the priority concerns of children and women in their countries, based upon NPAs. For their part, donors at ICAAC committed themselves to increasing and sustaining the share of ODA for social priority concerns by 1995 in line with increasing commitments by African countries. The particular emphasis of the UNICEF contribution to ICAAC was the joint preparation with the OAU secretariat of several background documents, which are described in the report.

76. Follow-up to the Consensus of Dakar will be coordinated at the country level by national machineries incorporating all segments of society, focusing on ensuring adequate planning, implementation, monitoring and evaluation of actions to achieve the NPA objectives. A major challenge will lie in transforming the political commitment into practical policy directives and concrete programmes. Hopefully, UNICEF support to the follow-up to ICAAC will become part of the

wider response of the United Nations system in each country, in addition to being integrated into UNICEF country programme activities.

77. It is estimated that the achievement of the goals for the 1990s will require some $8.8 billion each year from 1993 to the year 2000, with an additional $3.9 billion per year, based on current estimates, required for post-war and post-disaster rehabilitation. Of the $8.8 billion per year, about one half could be found within national or community budgets, while the balance will be sought from external assistance, based on assumptions consistent with those used for the World Summit for Children. The Consensus of Dakar endorsed the importance of linking the financing of NPAs with existing forms of bilateral and multilateral cooperation by increasing the focus on NPAs and on concerns of children and women within the wider context of international cooperation for development.

78. In several countries, UNICEF has facilitated discussions between the Government and its development partners about the possibilities for financing the NPA. In addition, special emphasis has been placed on providing technical advice on debt swaps for development as one way of reducing the debt burden of African countries, while simultaneously reducing much needed funding for social development or child survival programmes. UNICEF and the African Development Bank recently signed a memorandum of understanding that committed both organizations to closer collaboration in the development of social sector programmes and projects in Bank member countries. At the national level, the search for additional resources is complicated by the continuing economic crisis affecting most African countries. Until economic and political stability return, it will not be possible to expect central Governments to provide all the services and resources required to address the needs of children and women in Africa. In most cases, the immediate hope is that the end of tensions caused by the cold war or the removal of military regimes could free some additional resources for social sectors.

79. UNICEF programme policies and priorities will be to continue to support Africa as the region of highest priority; to provide programme support for the implementation of NPAs in Africa; to utilize a development approach which emphasizes capacity-building for sustainable development; to provide specific support for the achievement of intermediate goals in Africa; and to contribute to the development of the United Nations common country strategy in African countries, incorporating the goals of NPAs.

VII. UNICEF POLICY ON FAMILY PLANNING (E/ICEF/1993/L.5)

80. This report was prepared in response to decision 1992/28 (E/ICEF/1992/14), in which the Executive Board requested the Executive Director to submit a policy paper on the involvement of UNICEF in family planning, taking into account the health of the child and the mother. The Board also urged UNICEF to enhance its cooperation with other agencies, particularly the United Nations Population Fund (UNFPA) and WHO, each within its own mandate, and NGOs at the field level. UNICEF was also requested to establish and monitor indicators of collaboration in order to support family planning in the context of sustainable national health care systems. The Board stated that the paper should be presented at its

1993 session, with a view to approving it prior to the International Conference on Population and Development, to be held in Cairo, Egypt, in 1994.

81. The Executive Director welcomes this opportunity to summarize the UNICEF policy with regard to family planning and spell out what he believes to be an appropriate role for UNICEF in this very important but sensitive subject.

82. In recent years, UNICEF has been criticized for not being active enough in family planning and sometimes, worse still, for undermining the actions of those who are trying to reduce population growth through its successful pursuit of child survival. On the other hand, UNICEF has also been criticized by some for being too supportive of family planning. Some of these groups, especially those on the more extreme fringe, have even sought to portray UNICEF as supportive of abortion, notwithstanding the repeated denials of UNICEF.

83. The Executive Director hopes that the report and the ensuing debate at and decisions by the Executive Board will provide an authoritative response to those concerns and criticisms. He also hopes that the report will be able to indicate how child survival and development (CSD) activities that UNICEF has been promoting play a vital role in reducing both mortality and fertility rates, thus contributing significantly to sustainable development.

84. The report provides a brief history of the evolution of the UNICEF policy on family planning, dating back to the 1966 Executive Board session. At that time, the emphasis was on "responsible parenthood" and the inextricable link between safe motherhood and spacing. Because of that link, the UNICEF contribution to family planning was provided primarily through strengthening MCH services. UNICEF was an active participant at both the 1974 World Conference on Population, held in Bucharest, Romania, and the 1984 International Conference on Population, held in Mexico City, Mexico.

85. More recently, over the past three years, the Executive Board has clarified and helped to refine the UNICEF role in family planning in several major policy decisions. For example, in decision 1991/11 (E/ICEF/1991/15), the Board welcomed the joint letter of February 1991 to staff of WHO, UNICEF, UNFPA and UNDP on MCH and family planning which encouraged further collaboration among those agencies, within their respective mandates. In addition to general support for MCH/family planning, goals and strategies for children in the 1990s approved by the Executive Board include a specific goal of access by all couples to information and services to prevent pregnancies that are too early, too closely spaced, too late or too many.

86. The UNICEF medium-term plan for the period 1993-1996 (E/ICEF/1993/3) provides the latest policy statement on the UNICEF role in family planning. The plan stipulates that UNICEF work closely with other United Nations agencies, bilateral donors and NGOs in assisting developing countries to integrate activities for the responsible planning of family size into country programming in accordance with national policies and with a view to greater complementarity of approaches. Building on this principle of complementarity, UNICEF is to concentrate its cooperation in those areas in which it has some comparative advantage, specifically in information, education and communication (IEC) on birth spacing and responsible parenthood. During the plan period, special emphasis is to be given to discouraging early marriage and early pregnancies.

87. The relevance of family planning to CSD is discussed at length in the report. It states that first, family planning could save the lives of perhaps one fourth to one third of the 500,000 women who now die every year from causes related to pregnancy and child birth. Second, family planning could prevent most of the 50,000 illegal abortions that are now performed on women every single day and result in the deaths of 150,000 young women every year. It also could greatly diminish the demand for abortions in countries where this practice is legal. Third, family planning can drastically improve the quality of women's lives by reducing the physical and mental burdens of having too many children too close together, or at too early or too late an age. Fourth, it would prevent "high-risk" births (those occurring within two years of a previous birth, to mothers who are under 18 or over 35 years of age or who already have three or four or more children). Fifth, family planning can improve significantly the nutritional health of children as fewer and more widely spaced births allow mothers more time for breast-feeding. Sixth, family planning improves the quality of life for children; parents have more time, energy and money to invest in bringing up a smaller number of children.

88. Even if there were no such thing as a population problem, informing people about the importance of spacing of births and providing methods of family planning that are acceptable to people of various faiths and cultures would be one of the most important human priorities for the 1990s. UNICEF can contribute to the broad objectives of family planning - responsible planning of family size, safe motherhood, reduction of child mortality and fertility rates and overall well-being of families - through several interrelated interventions. The precise nature and scope of UNICEF support will vary from country to country, depending on the situation of each country, its development policies and priorities, the contributions of its other development partners and an analysis of the other comparative advantages in that country at that particular point in time.

89. Suggested UNICEF actions for family planning are reviewed in the report. First, enhancing the role and status of women and their improved access to education, training, credit, health care and other basic services are the keys to empowering them to make informed decisions on responsible planning of family size.

90. Second, through the safe motherhood initiative, UNICEF is committed to helping developing countries achieve the goals of reducing maternal mortality by one half during the 1990s. The provision of prenatal care, clean delivery and post-natal services, reducing transmission of HIV and sexually transmitted diseases, improving women's health and nutrition and promoting responsible planning of family size and child spacing will be the key areas of UNICEF action.

91. Third, the promotion of breast-feeding can benefit both mother and child and influence the interval between births.

92. Fourth, women's basic education and literacy can result in their rejecting harmful traditional practices, seeking and using health services and seeing the need for family planning.

93. Fifth, an effective IEC programme, together with adequate MCH/family planning services, could empower couples to avoid unwanted pregnancies.

94. Sixth, UNICEF may assist Governments in the provision of family planning services when it is identified jointly by the Government and UNICEF as an appropriate area for UNICEF cooperation, in collaboration with WHO, UNFPA and other agencies. UNICEF support for family planning is usually an integral part of each country's MCH services and includes education, training and logistical support for the delivery of such services. UNICEF, as a matter of practice, does not provide contraceptive supplies from its resources as Governments rely on other sources for the provision of such supplies. As a matter of policy, UNICEF does not advocate any particular method of family planning and has never provided support for abortion as a method of family planning.

95. Finally, the greatest contribution of UNICEF to family planning will not be through actions in any one of the above individual areas, but rather through the synergistic impact of these and other actions. Vigorous pursuit and achievement of the goals of the World Summit for Children in their totality would make a greater and more sustainable contribution to reducing population growth than any single family planning intervention. The persistent advocacy and practical support by UNICEF to the follow-up to the goals for children in the 1990s are, therefore, likely to be its most effective contribution to family planning in the long run. Examples of current UNICEF cooperation in family planning are included in an annex to the report.

96. The report also reviews UNICEF collaboration with other agencies, especially UNFPA and WHO. An annex to the paper contains a set of common goals in the areas of MCH and family planning agreed upon in 1990 by UNICEF, UNFPA and WHO. As requested by the Executive Board in decision 1992/28 (E/ICEF/1992/14), the report also suggests indicators of collaboration with UNFPA, WHO and other agencies. The suggested indicators include: (a) the number of UNICEF country offices that have had a policy programme discussion with UNFPA and WHO during the preceding 12 months; (b) the number of countries in which UNFPA and WHO technical advice and support have been sought in developing the UNICEF country programmes, and vice versa; (c) the number of countries in which UNICEF, UNFPA and WHO have collaborative programmes that are harmonized in terms of programme cycles; (d) the number of country offices in which UNICEF has participated in UNFPA country programming missions and tripartite reviews; and (e) the number of country offices in which UNICEF and WHO have participated in the UNICEF country programme strategy, review and evaluation meetings.

97. UNICEF proposes to play an active role in the preparatory process and at the International Conference on Population and Development, to be held in 1994 in Cairo, Egypt. The report will be the basis for the UNICEF input into the proposed review and appraisal of the World Population Plan of Action.

98. The report concludes with a recommendation by the Executive Director that the Executive Board: (a) reaffirm that UNICEF cooperation in family planning should be consistent with policies approved by the Board in recent years; (b) urge the Executive Director to include support for family planning, when it is jointly identified by the Government and UNICEF as an appropriate area for UNICEF cooperation, in collaboration with WHO, UNFPA and other partners, each according to its own mandate; (c) request the Executive Director to institute a

system of periodic monitoring of the suggested indicators of UNICEF collaboration with other partners; and (d) invite the governing bodies of WHO, UNFPA and other concerned United Nations agencies to encourage these agencies to collaborate fully with UNICEF CSD efforts as part of their support for family planning.

VIII. THE BAMAKO INITIATIVE: INTERIM PROGRESS REPORT (E/ICEF/1993/L.6)

99. Although the 1992 Executive Board decided that a further progress report on the Bamako Initiative should be presented to its 1994 regular session (E/ICEF/1992/14, decision 1992/22), the Bureau requested that an interim report be presented in 1993 to ensure continued focus on both Africa and the Initiative itself. The interim report highlights the diversity of action supported by UNICEF and other donors. It also includes a brief description of follow-up action taken in accordance with the recommendations made in the evaluation of the Bamako Initiative carried out by the London School of Hygiene and Tropical Medicine and presented to the 1992 Executive Board (E/ICEF/1992/L.20).

100. In a number of countries in Africa, there is a strong push for a private, uncontrolled health care market. Typically, however, for-profit health services have developed unevenly, offering services only in or close to major population centres. Even where they exist, private services are only accessible to people with higher incomes, and there is limited quality with respect to the services being provided. In this context, the Bamako Initiative offers a promising alternative to the traditional mix of public and private services. It is an alternative which, like the private sector, demands efficiency in order to be competitive and sustainable, but which stands squarely in the public sector, characterized by greater accountability to users through their direct control and co-management of resources and by concern for equity. The Initiative has emphasized the need to ensure that health services provide a basic package of priority services that address the major local causes of morbidity and mortality, implying a steady supply of essential drugs and supplies, increasing the capacity of health personnel in terms of diagnostic and treatment practices, and applying appropriate technical standards and managerial practices, including effective monitoring.

101. Most of the countries that have embarked on the Initiative began by focusing on the functioning of health centres, both because of their relative proximity to communities and because of their potential effectiveness in providing appropriate care for the population in their area. Significant emphasis was placed on ensuring a minimum set of quality services, covering both preventive and basic curative care, entailing the training of staff as well as the introduction of new management systems. At health centres where the Bamako Initiative components are in place, the quality of care has improved and the utilization of services has increased. A major challenge that can now be addressed is the improved functioning of the first level of referral, the district hospital. One part of the challenge entails strengthening the links between peripheral health units and the district hospital; the other is to revitalize the district hospitals, many of which are presently operating like large health centres and using their resources inefficiently.

102. Thus, the experience in revitalizing health centres is being broadened to consolidate achievements made so far, while making greater progress in household and community-level action, as well as at the district hospital, in order to strengthen district health-care management. Particular attention is being paid to the control and management of resources, which has played a key role in the revitalization effort thus far. During 1992, work on both of those issues - the empowerment of communities and the district hospital - was developed further through two workshops initiated by UNICEF specifically to follow up to the recommendations made in the evaluation by the London School of Hygiene and Tropical Medicine, as was a similar workshop on quality of care issues. At present, work is also being carried out to take a much closer look at the situation of health personnel.

103. In different ways and at different paces, the process of consolidation is proceeding in the 18 countries listed as "core" in the 1992 progress report on the Bamako Initiative (E/ICEF/1992/L.22). Of these countries (Benin, Burundi, Cameroon, the Central African Republic, the Congo, Ghana, Guinea, Guinea-Bissau, Kenya, Mali, Mauritania, Nigeria, Rwanda, Sao Tome and Principe, Senegal, Sierra Leone, Togo and Zambia), five are presenting country programme recommendations to the 1993 Executive Board, with the Bamako Initiative featured as the health strategy (Burundi, the Central African Republic, Mali, Mauritania and Rwanda).

104. The report goes on to review country action, especially in Africa, where the number of core countries has increased from 18 to 22, with Equatorial Guinea, the Gambia, Lesotho and Madagascar having joined the list in 1992. In addition, there are three countries outside Africa - Myanmar, Peru and Viet Nam - where the Bamako Initiative is well established, bringing the total number of participating countries to 25. There is also increased interest and, in some cases, preparatory activities in a number of additional countries within Africa, as well as in Asia and Latin America.

105. In its action to support the revitalization of health services through the Bamako Initiative, UNICEF has continued to depend largely on the mobilization of general resources. Few supplementary funds were received in 1992, with the exception of two important contributions made at the end of the year: $2.6 million from the Government of the Netherlands ($1.6 million for Kenya and $1 million for Guinea-Bissau); and $800,000 from the Government of the United Kingdom ($600,000 for Nigeria and $200,000 to support research on the question of equity).

106. The situation in 1993 will become critical, since general resource allocations are relatively limited and more and more countries will adhere to the principles of the Initiative or accelerate action as a fundamental step in reaching the health goals for the 1990s. There is a need for the donor community to join together more forcefully in supporting the Initiative, either directly or through UNICEF.

IX. SITUATION OF CHILDREN AND WOMEN IN EASTERN EUROPE AND THE NEW INDEPENDENT STATES: UNICEF PROGRAMME ACTIVITIES IN 1992 (E/ICEF/1993/L.7)

107. At its 1992 session, the Executive Board authorized UNICEF to continue its programme of support for advocacy, analytical studies for policy development and emergency assistance to countries in Central and Eastern Europe and to extend this support to the new independent States (E/ICEF/1992/14, decision 1992/19). The Board also earmarked an additional $1 million for 1992 and $2 million per year for 1993 and 1994. In addition, the Board approved the development of programmes of assistance in countries meeting UNICEF criteria for support. The eight countries identified are Albania, Armenia, Azerbaijan, Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan.

108. Following the Board decision, UNICEF fielded assessment and programme development missions to these "qualifying" countries to assist Governments in the preparation of country programmes of cooperation. Two-year "bridging" programmes of assistance are being presented to the Executive Board in 1993 to allow the preparation of regular five-year programmes that will be submitted in 1995. A recommendation for continued cooperation financed from supplementary funds is also being presented for Romania, where a programme of emergency activities has been under way since 1991.

109. The report reviews political, economic and social developments in the region, where the transition to market-oriented economies is unprecedented in both scope and impact and is marked by rapid, unpredictable and often violent and chaotic social transformation. In Central and Eastern Europe, economic reform has proven to be slower, more difficult and costlier than expected. Recession and sharp declines in production have affected virtually all countries in the region. In view of the unexpected magnitude and duration of the transition, the future is uncertain and there is concern about when the standard of living of large sections of the population will improve on a sustained basis.

110. During the past year, the 15 republics of the former Soviet Union have engaged in major efforts to develop new political structures and to effect far-reaching reforms. Their performance in stabilizing their economies and in implementing structural and sectoral reforms has varied widely. In general, the cost of the transition, thus far, remains very high. The growing economic crisis is causing especially severe hardships for the most vulnerable populations - children, women and the elderly.

111. Most UNICEF-assisted activities are being or have been carried out in partnership with other United Nations agencies and with international and bilateral organizations and NGOs. In qualifying countries where UNICEF programmes of assistance are being developed, they will be undertaken within the framework of an integrated United Nations systems approach and presence. In non-qualifying countries, UNICEF will seek to work within this framework to facilitate information exchange and promote advocacy activities. Close coordination will be maintained with the Secretary-General's representative and other United Nations agencies, while maintaining clear lines of responsibility and accountability. Emergency responses are implemented within the framework of consolidated appeals and plans of action.

112. The report goes on to describe activities by UNICEF and various partners in Central and Eastern Europe and the new independent States. These include work with National Committees for UNICEF, where they exist, on the Convention on the Rights of the Child. In countries where there are not yet Committees, as in Estonia, Latvia and Lithuania, UNICEF has contacted NGOs and government officials about creating them. NGOs have assumed a critical role as major partners in collaborative activities, particularly in countries where UNICEF has no permanent presence. In particular, in the past year, NGOs have made a vital contribution to promoting the Convention and a "first call for children". NGOs also have played an important role in organizing seminars in the region and in the promotion of breast-feeding and "baby-friendly" hospitals.

113. A number of problems in the region reflect serious violations of the Convention on the Rights of the Child. Throughout the countries of Central and Eastern Europe, children of ethnic minorities are particularly at risk of suffering negative consequences of the transition. Gypsy children are a particularly vulnerable group, with poor health status, low education levels, inadequate housing, high unemployment and prejudicial treatment from the majority of the population. A preliminary technical meeting to review studies regarding the situation of gypsies in Europe was held at the International Child Development Centre in Florence, Italy, in October 1992.

114. UNICEF has carried out a number of activities to stimulate the preparation of NPAs in each of the countries of the region. The rapid changes and the plethora of problems confronting Governments in transition have slowed progress. An adapted time-frame and process that link the preparation of NPAs to emerging social sector policy development should be considered. Progress was made in certain countries with regard to the preparation of national analyses of the situation of children and women. In most cases, these analyses are being conducted through a collaborative effort between government departments, ministries and institutions in each country, with UNICEF support.

115. Regarding the country programme recommendations being submitted to the 1993 Executive Board for the eight qualifying countries, amounts of $1 million from general resources and $1 million from supplementary funds are being requested for each country for 1993 and 1994. The recommendations are for the following eight countries: Albania (E/ICEF/1993/P/L.21); Armenia (E/ICEF/1993/P/L.22); Azerbaijan (E/ICEF/1993/P/L.23); Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan (E/ICEF/1993/P/L.24). There is also a "stand-alone" supplementary funding proposal for Romania (E/ICEF/1993/P/L.29).

116. UNICEF emergency activities have been undertaken in close collaboration with other United Nations agencies, in accordance with the integrated United Nations system approach of channelling emergency responses through DHA. Principal partners have been UNHCR and WHO. UNICEF has also collaborated extensively with such agencies as the International Federation of Red Cross and Red Crescent Societies and other NGOs active in emergency relief.

117. Just over two years have elapsed since UNICEF returned to work in Central and Eastern Europe, the region where its activities on behalf of children began in the aftermath of the Second World War. UNICEF resources have encouraged a number of countries to make more appropriate use of their own considerable potential and facilitated their access to diverse resources available from other

donors. Working together with United Nations agencies and other allies, UNICEF can play an important role in helping to prepare countries to confront change and to protect their children against the negative consequences of the transition to market-oriented economies.

118. During the past year, two additional international Professional posts and two General Service posts have been established with funding from the administrative and programme support budget, as authorized by Executive Board decision 1992/19 (E/ICEF/1992/14). The posts are based in New York and Geneva. The general responsibilities of this newly strengthened section include collecting data, undertaking analytical studies and supporting technical workshops and publication of materials regarding the impact on children and women of the changing situation in the region; providing technical support as appropriate for the development of child-focused policies in the region; and responding on an exceptional basis for limited requests for emergency assistance within normal UNICEF programmes. In addition, subject to the approval of the country programme recommendations by the Executive Board, the section will also provide support for programme activities in qualifying countries.

119. The chief of the section is based in New York, while the section works as a single unit functioning from both New York and Geneva. Policy issues and some operational aspects are normally dealt with in New York. The New York staff also provide back-up support for activities in Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan, while the Geneva staff deal with day-to-day matters relating to Albania, Armenia, Azerbaijan, Romania and the former Yugoslavia. Responsibility for issues involving non-qualifying countries is decided on a case-by-case basis.

120. During the past year, a special representative for Albania was appointed. A special representative was also appointed for the former Yugoslavia, based initially in Geneva but also in the former Yugoslavia. The Executive Director intends to establish an area office to cover the five republics of Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan. The representatives are primarily responsible for continuing emergency activities initiated in those countries, developing programme recommendations and, subject to Board approval, the subsequent implementation of these programmes. The UNICEF special representative in Romania will continue to carry out UNICEF activities in that country.

121. UNICEF emergency support to the countries of Central and Eastern Europe, the Baltic States and the new independent States, including the former Yugoslavia, totalled $13.7 million for 1991-1992. Emergency expenditures in the region in 1992 were significantly less than 2 per cent of the total global expenditure on emergencies. Over the period 1990-1992, expenditures for analytical work, advocacy and support staff totalled just over $4 million.

X. UNICEF AND THE RESTRUCTURING AND REVITALIZATION OF THE UNITED NATIONS IN THE ECONOMIC, SOCIAL AND RELATED FIELDS (E/ICEF/1993/L.8 AND ADD.1)

122. During the past year, the General Assembly has had discussions on the reform of the United Nations system focusing on two "tracks": (a) a discussion of operational activities for development, focused particularly on field-level activities and culminated in resolution 47/199 of 22 December 1992; and (b) a discussion of the reform of the United Nations in the economic and social fields and including issues of governance and finance, stimulated by the "Nordic Project", is continuing.

123. Following a review of previous action by the Executive Board related to the reform of the United Nations system, the report outlines the major elements of resolution 47/199 that are relevant to UNICEF and the UNICEF response to these provisions. These are:

(a) The country strategy note. UNICEF is working to implement this provision through several channels, including the Joint Consultative Group on Policy (JCGP) and the Administrative Committee on Coordination, through the Consultative Committee on Substantive Questions (Operations);

(b) Common premises. UNICEF has proposed, and JCGP has accepted, that a plan be developed for a significant increase in common premises. The JCGP Subgroup on Harmonization, currently chaired by UNICEF, has prepared an initial country-by-country review and illustrative costing that will be reviewed by JCGP;

(c) Harmonization of programme cycles. The Subgroup on Harmonization has prepared a work plan for an initiative that will aim to ensure full harmonization of cycles in virtually all countries not facing emergency or exceptional circumstances;

(d) The programme approach. The Subgroup on Harmonization has held a workshop/seminar on this issue and is supporting a paper that will be prepared by the United Nations and presented to the Consultative Committee;

(e) Rules, formats and procedures. The Subgroup on Harmonization has developed a work plan for addressing this issue, and work has begun on a common manual;

(f) The resident coordinator system. In strengthening the resident coordinator system, the General Assembly has emphasized that the creation of an additional bureaucratic layer should be avoided and that the separate identities and recommendations of the funds and programmes at the country level should be appropriately ensured, along with a clear and improved division of labour. UNICEF will seek to ensure that these provisions are an integral part of the work of the Administrative Committee and JCGP, as they are important to maintaining clear lines of accountability. It is the policy of UNICEF to invite the resident coordinator to be involved in the key stages of the country programming process;

(g) Training. The Consultative Committee on Administrative Questions (Personnel) and the JCGP Subgroup on Personnel and Training will be examining this issue. UNICEF will hold bilateral discussions with the International Labour Organisation Training Centre in Turin, Italy, in March and April 1993;

(h) Decentralization. UNICEF, often cited as the most decentralized of all United Nations organizations, will continue to review its procedures to examine possibilities for improvement. UNICEF intends to ensure that its experience is available on a system-wide basis to support the efforts of its partners. It is important that efforts to make the overall level of decentralization more uniform support the current degree of UNICEF decentralization;

(i) Procurement. UNICEF currently has significant levels of decentralization for local procurement and special efforts for procurement in developing countries and major underutilized donors, while maintaining the principles of international competitive bidding;

(j) Field-level committees. In countries where justified by the scale of United Nations activities, resident coordinators are called upon in resolution 47/199 to establish a field-level committee, comprising all United Nations system representatives, to serve as a coordinating mechanism. UNICEF will propose that the United Nations ensure that committees are established in all countries of appropriate size and that, above all, the progress of these committees be monitored through clear, simplified reporting (ideally done collectively) that is reviewed regularly by senior staff at headquarters (including through the Administrative Committee).

124. The report also briefly discusses the General Assembly's ongoing review of the governance and finance of United Nations organizations. The Executive Director believes that a successful outcome of these deliberations will be important to future UNICEF efforts.

XI. UNICEF PROGRAMMES FOR THE URBAN POOR (E/ICEF/1993/L.9)

125. This report reviews current UNICEF urban policy and strategies, as well as developments since these strategies were initially approved by the Executive Board in 1992 (E/ICEF/695). It begins with an overview of current urban trends and their implications for the children of the urban poor. Nearly 1.5 billion persons, over one third of the developing world's population, live in urban areas today. By the year 2000, two fifths, or 2 billion persons, will be urban dwellers. There is phenomenal global diversity, with urban centres ranging from mega-cities (with at least 8 million inhabitants) to small towns of only a few thousand inhabitants. From 1950 to 1980, the 165 cities in developing countries with a population of over 1 million had a high average annual growth rate of between 3 and 6 per cent.

126. Urban growth continues to be fuelled by the pull of city jobs and amenities and the push of stagnant rural economies. At the same time, armed conflict, drought, famine and environmental degradation in the countryside are driving people into cities at an increasing rate, especially in Africa. Many health problems are caused mainly by poor housing, unsafe water supply, inadequate

sanitation or air and noise pollution. The main burden of poverty is being borne increasingly by urban areas; nearly all cities have some slums and pockets of poverty, and many developing country cities are overwhelmingly poor, with only a few prosperous areas. IMRs are often higher in slum areas, as are the incidence of morbidity, disease and malnutrition.

127. The report goes on to review different response to recent urban trends by the urban poor themselves and by national Governments. It also discusses UNICEF urban thrusts in the 1980s, when UNICEF assistance to children and women in urban areas focused on support for national, centrally designed and sectoral services in urban areas; support for subnational, participatory and intersectoral urban basic services (UBS) programmes; greatly expanded efforts in favour of working children and street children; country-specific studies and assessments; and advocacy for macroeconomic issues affecting the urban poor, for example, "adjustment with a human face". The report also reviews UNICEF experiences and strengths with regard to UBS, as well as some of the constraints encountered.

128. New opportunities for a sharper focus on the urban poor include the entry into force of the Convention on the Rights of the Child, with its stipulation that disparities among children be eliminated; and the Declaration and Plan of Action of the World Summit for Children and the preparation of NPAs, as the Summit goals cannot be achieved unless both poor urban and rural children are targeted. UNICEF can respond to the call of Agenda 21 and cooperated with the Commission on Sustainable Development by helping to put the concept of PEC (see para. 57 above) to work for children in low-income areas.

129. A review of UNICEF efforts over the past decade on behalf of the urban child, in the light of the new development climate, indicates new directions for the future. Poverty reduction through the provision of a minimum flow of basic services to the urban poor is a major and necessary step. UNICEF has a unique opportunity to promote balanced national and international policies that support both rural and urban poor, taking advantage of and building on the new climate of decentralization and democratization, the increasing support for active children's and environmental movements and the new policies of key international development agencies.

130. The two interrelated guiding principles of the revised UNICEF urban policy are: (a) the poor urban child should be a key concern in all sectoral programmes; and (b) a revitalized UBS strategy should be pursued. Both principles should be derived from a country's NPA, with the sectoral programmes striving to reach all children, while the UBS strategy focuses specifically on the poor through innovative, viable approaches and supports links between community and provider. The revitalized UBS strategy would focus on achievement of the decade goals for children and partnerships for poverty alleviation; PEC; CEDC; urban development "with a human face"; and improved monitoring, evaluation and costing.

131. The report concludes with a recommendation by the Executive Director that the Executive Board endorse a two-pronged approach to problems of the urban poor, consisting of an urban focus in various sectoral programmes and a revitalized UBS strategy; and urge all countries to address the needs of poor

urban children through their NPAs, follow-up to the Convention on the Rights of the Child and Agenda 21.

XII. GLOBAL FUNDS PROGRAMME RECOMMENDATION: REVISED 1992-1993 AND PROPOSED 1994-1995 PROGRAMME BUDGETS (E/ICEF/1993/P/L.3 AND ADD.1)

132. The global funds programme recommendation (E/ICEF/1993/P/L.3) begins with a detailed summary and overview, including the organization, purpose and management of global funds; funding parameters; support for project staff at headquarters; 1994-1995 programme budget cost estimates; the time-frame and proposed activities; general resources post changes and the distribution of grades; and five draft resolutions for Board approval. The 1992 Executive Board approved in principle the establishment of the following four global funds: (a) Interregional Fund for Programme Preparation, Promotion and Evaluation (IFPPE); (b) Regional funds; (c) Programme Funds for the 1990s Goals (PF90s); and (d) EPF. They are described separately in chapters II through V, respectively. As contained in "The structure and format of budget documents: proposed format for global funds programme budgets" (E/ICEF/1992/AB/L.1), the document is accompanied by the requisite financial and statistical information as approved by the Executive Board at its 1992 regular session (E/ICEF/1992/14, decision 1992/36 A).

Background and overview

133. Since 1962, global funds have played a vital role in the historical development of the UNICEF country programme approach, with support from headquarters and regional offices. During the past 10 years, they have provided a substantial source of funding above and beyond the allocated programme budget ceilings from general resources and have helped to strengthen UNICEF technical capacities. While the number and amounts of global funds have increased considerably during that period, the proportion of global funds spent at headquarters has been maintained at 3 per cent of total programme expenditure per year, with 97 per cent on average being spent for field programmes. Following Executive Board decision 1992/14 (E/ICEF/1992/14), a further review of the structure and purposes of global funds was undertaken with a view to further rationalization, the results of which are incorporated in the recommendation.

134. Global funds are intended to serve the following general objectives:

(a) To provide additional programme resources to countries for the introduction and acceleration of actions in priority areas of UNICEF programmes in the middle of a normal five-year programme cycle and to build capacities for sustainable programmes;

(b) To provide technical support to countries from headquarters and regional offices in programme development, implementation and evaluation;

(c) To promote awareness of children's needs and problems at regional and international levels; to articulate goals, priorities, policies and strategies for meeting children's needs; and to help mobilize support and resources for programmes for children and women;

(d) To support inter-institutional cooperation and collaboration, including networking and experience exchange, at international, regional and intercountry levels.

Funding parameters

135. A rationalization of the source of funding was undertaken in this proposal so that all activities in the same area (both staff and operations) will be funded from the same source. The general parameters used in assessing the requisite level of funding for the consolidated package of global funds are the proportion of these funds to planned programme expenditure and the expected distribution of the use of the funds between headquarters and the field. The proportion of the funds earmarked for staff costs versus programme inputs is also an important consideration.

1994-1995 programme budget cost estimates

136. The proposed general resources programme budget for 1994-1995 amounts to $156.6 million, an increase of $14 million, or 9.8 per cent, over the 1992-1993 revised programme budget. The increase is due mainly to the increased allocations to Regional funds and the $16 million increase in the proposed EPF budget. The consolidated proposed allocation to the countries (general resources and supplementary funds) is $237.7 million, or 75.8 per cent of the total fund. The proposed headquarters allocation (general resources plus supplementary funds) amounts to $75.9 million, or 24.2 per cent of the total global funds, which are broken down into $39.3 million for programme inputs, $32.5 million for staff costs and $4 million for non-staff costs.

Interregional Fund for Programme Preparation, Promotion and Evaluation

137. IFPPE was established in 1962 to support country programme preparation and has since evolved to encompass programme promotion and programme evaluation activities. It has also evolved to be the principal source of headquarters support in programme functions related to policy formulation, programme development, cooperation with other agencies, programme promotion and programme evaluation. During the period 1994-1995, IFPPE will continue to support the following five areas of major activities: (a) studies and evaluation; (b) special programme support activities; (c) cooperation with United Nations and other agencies; (d) knowledge generation, knowledge networks and experience exchange; and (e) programme promotion.

138. The present programme budget proposes an allocation of $21 million for the biennium 1994-1995, a decrease of $4 million, which is 16 per cent lower than the approved/revised budget for 1992-1993. The number of posts funded from IFPPE also decreased by three in the revised budget (76 approved against 73 revised). The proposed budget for 1994-1995 shows a further reduction by 23 posts (from 73 to 50).

Regional funds

139. The Regional Funds for Programme Preparation, Promotion and Evaluation (RFPPE) serve as the primary source of regional advisory and monitoring support to countries in performing their programme functions, for the generation and

exchange of experience within the region, for initiating programme activities in the mid- to high-income countries without country programmes and for the mobilization and strengthening of collaboration with regional and subregional economic, social and political organizations and institutions. The advisory services to be supported include PHC, monitoring/communication/information, social mobilization and community development, electronic data processing, nutrition, basic education, UBS, CEDC, cost and economics, etc. These funds were previously included in the global submission for IFPPE. However, in recognition of the special needs of regional offices, these funds were established by the Board as separate funds effective 1992.

140. The fund for each region consists mainly of the RFPPE component, except for Eastern and Southern Africa, which has a fund for Institutional Strategy for National Capacity-Building, and the Americas and the Caribbean, which has the Special Adjustment Facility for Latin America and the Caribbean (SAFLAC) and two regional funds, Empowerment of Women for Development and CEDC. After the 1994-1995 biennium, all the Regional funds, except for RFPPE and SAFLAC, will be phased out and submitted as country programmes if still required after 1995.

141. The proposed general resources budget for 1994-1995 of $35.4 million is $6.9 million, or 24.5 per cent, higher than the amount approved for 1992-1993. The increase was due mainly to the decision to have a single source of project funds for regional offices and to the increase in operational funds for each region from $400,000 to $700,000 per year, except for the East Asia and the Pacific Regional Office, which will receive an additional $200,000 for support to the China programme. The total number of posts charged directly to Regional funds increased from 49 in the approved budget to 59 in the revised budget as a result of the decision to move the regional office for South Asia from India to Nepal. With the establishment of additional posts, the number of posts has since increased to 81 in the proposed budget for 1994-1995.

Programme Funds for the 1990s Goals

142. Under the reorganization and consolidation of the various global funds, all global and interregional programmes designed to support specific interventions in priority areas have been consolidated under PF90s covering the following sectors: (a) health (including mortality reduction, the Bamako Initiative, HIV/AIDS, the Children's Vaccine Initiative, dracunculiasis control and essential drugs); (b) nutrition (comprising nutrition, breast-feeding, micronutrients, food and nutrition surveillance, and community-based information systems); (c) water supply and sanitation; (d) education; and (e) intersectoral (including, women, CEDC, child monitoring, environment and global communications).

143. The overall objectives of PF90s, whose activities and expenditure occur both at headquarters and in the field, are:

(a) To support the initial experimentation, acceleration and intensification of activities contributing to the achievement of the goals for children and women in the 1990s when such opportunities arise in the course of ongoing programme cycles at the country level;

(b) To support technical cooperation and collaboration at international and intercountry levels considered essential for promoting specific objectives contributing to the 1990s goals;

(c) To support programme advisory services in priority areas for policy dialogue, programme development and experience exchange, and programme monitoring.

144. The revised general resources budget for 1992-1993 is $3 million less than the approved budget for the biennium as a result of shifting $3 million of the 1992-1993 Bamako Initiative budget to 1994 as originally intended by the Board. For 1994-1995, it is proposed to reduce the budget for PF90s to $70.2 million, which is $5 million less than the revised budget and $8 million less than the 1992-1993 approved budget. The number of posts charged to PF90s, general resources, increased from 39 in the approved budget to 44 in the revised budget, and further increases to 67 in the proposed budget for 1994-1995. After adjustments, there is no net increase in the total number of approved posts charged directly to general resources; and, in fact, there is a net decrease of five posts against approved and seven posts against revised.

Emergency Programme Fund

145. The Emergency Reserve Fund (ERF) was established in 1971 to respond immediately to emergency needs, and the replenishment level was set at $1 million annually. The level of replenishment has been raised several times to $7 million annually in 1991. In 1992, ERF was renamed the Emergency Programme Fund (EPF). The purposes of EPF are (a) to provide immediate support to countries affected by natural and man-made disasters; and (b) to build staff capacity to respond to emergencies as they emerge. Increases in major outbreaks of emergency situations have seriously constrained EPF resources, with the normal level of annual emergency programme expenditure being about $40 million. However, it reached $49 million in 1990, $111 million in 1991, and is likely to reach about $150 million in 1992. It is, therefore, proposed in the recommendation to raise the EPF biennium budget to $30 million effective from 1994.

146. EPF supports generally non-food emergency needs including health-care needs (immunization, oral rehydration salts, essential drugs), water supply and sanitation; supplementary feeding requirements, logistics, etc. Emergency supplies are generally programmed to link with the rehabilitation and development needs of the community. It also provides staff capacity for both emergency preparedness and actual needs when emergencies occur through training, consultancies and miscellaneous supplies and services.

147. The approved and revised budgets for 1992-1993 are substantially the same, but an increase of $16 million is proposed for 1994-1995. The number of posts charged to EPF increased from 8 to 12 in the revised budget for 1992-1993. In the proposed budget for 1994-1995, the number of posts charged to fund will decrease to seven as a result of the conversion of five posts.

XIII. REPORT ON HEADQUARTERS OFFICE ACCOMMODATION (E/ICEF/1993/AB/L.9)

148. Following the 1992 session of the Executive Board, UNICEF continued to negotiate and refine several of the most attractive proposals for its headquarters location, including possible options in Westchester County and the Boroughs of Queens and Manhattan in New York City. Meetings were held with representatives of the firms and government entities that had submitted proposals in an effort to improve further the financial and non-financial aspects of the offers already received. An extensive effort was also made through close cooperation with the New York City Mayor's office, the New York City Economic Development Corporation (NYCEDC) and the United Nations Development Corporation (UNDC) to identify any other attractive possibilities within New York City.

149. The report discusses current UNICEF headquarters and GCO office accommodation warehouse/storage space, as well as long-term staff and space projections. It goes on to review the results of further negotiations and the new and revised proposals that have been received.

Discussions and negotiations with UNDC and NYCEDC

150. A close working relationship was established with UNDC in order to explore fully what was identified as "option 3" in the 1992 report to the Executive Board on headquarters office accommodation (E/ICEF/1992/AB/L.9, paras. 104 (b), 107 and 111). Under this option, UNICEF would accept the UNDC offer to retain UNICEF House under significantly improved financial conditions, with eventual ownership rights, and seek to identify a second building in close proximity, which would offer UNICEF suitable expansion space for the future at reasonable cost and also offer the possibility of future ownership. The two agencies are willing to modify their proposal with respect to the future ownership interest of UNICEF in UNICEF House to take into account that the buildings could be occupied by the United Nations or United Nations agencies other than UNICEF. UNICEF (or the United Nations) would retain its ownership interest in the building provided the building is fully occupied by UNICEF or the United Nations and that UNICEF continues to maintain its headquarters operations in New York City.

151. Under the NYCEDC/UNDC proposal, UNICEF would maintain its headquarters at UNICEF House for the long term, with modifications to its current lease agreement with UNDC. The annual base lease payment of UNICEF would be $32.50 per square foot (it is currently $39.50 and would rise to $47.50). With the new base payment, it is estimated that UNICEF would realize a savings of some $39 million over the next 20 years. In addition, UNDC has authorized the conversion of the fourteenth and fifteenth floors of the building from apartments to office space, with an annual base lease payment of $28 per square foot and UNDC paying up to $1.25 million of the costs of the conversion. On the expiration of the UNDC leasehold interest and if requested by UNICEF, ownership of the building would be transferred to UNICEF.

152. NYCEDC and UNDC are prepared to meet the expansion needs of UNICEF by acquiring for lease to UNICEF an existing first-class office property in the area of UNICEF House. As with UNICEF House, UNICEF will have the opportunity to

own the expansion property at the end of the lease term without being required to make any purchase payment at that time. The report details the various aspects of the proposal with regard to the master lease-purchase agreement, the lease term, a tenant improvement allowance, lease payments, real property taxes and ownership. It goes on to describe three buildings that meet certain criteria for use by UNICEF and the advantages and disadvantages of buildings "A", "B" and "C".

Discussions and negotiations relating to offers received covering proposals located in the Borough of Queens in New York City and the City of New Rochelle in Westchester County

153. Negotiations with regard to two proposals in Queens listed in the 1992 report did not result in any significant improvement over their previous offers, while the proposal from the City of New Rochelle contained the most attractive non-financial changes to the original proposal and, therefore, is considered the preferred location outside of Manhattan.

154. The revised New Rochelle offer proposes the creation of a United Nations community district, with the UNICEF headquarters as its cornerstone. The proposal also includes the use of a historic landmark building as a Children's International Library and provision of space for a branch of the United Nations International School. An office building with 440,000 square feet of office space would be constructed for UNICEF, as would a separate warehouse/storage building with 135,000 square feet of space. Both would eventually be owned by UNICEF and their construction would be financed by the utilization of tax-exempt bonds. Assistance would be provided in facilitating transportation for employee access to New Rochelle. A well-known housing corporation would be designated as the preferred sponsor for the development of 360 units of affordable rental housing. Land would be made available for other units, based on demand. Assistance would be provided with regard to banking and medical facilities.

Offer from the Government of Austria

155. In September 1992, the Executive Director received a formal written offer from the Permanent Representative of Austria to the United Nations stating that Austria would make available in Vienna the necessary office space for UNICEF headquarters at a symbolic rent of one Austrian schilling per year. Austria would also grant the same immunities and privileges accorded to the international organizations presently housed at the Vienna International Centre.

156. The Executive Director gratefully acknowledged the offer and indicated that in order to evaluate it and compare it with other possible options that UNICEF was considering, UNICEF would require additional information. The mission was also informed that the details would have to be received by UNICEF by the end of October, in time for inclusion in the UNICEF report to the Advisory Committee on Administrative and Budgetary Questions. The mission replied that it would be unable to submit a detailed substantive proposal in time to meet the deadline, but added that Austria remained prepared to host UNICEF headquarters in Vienna in the future. In the case that the Executive Board could not reach a decision on any of the presently tabled options, Austria would, given the necessary time and provided it was invited by UNICEF, readily submit detailed proposals.

Non-financial implications of moving outside Manhattan

157. The advantages of moving outside Manhattan would include the opportunity to consolidate all office space in one building, resulting in the consolidation of office services and support staff functions. The construction of a new building would mean that the building would be designed to meet the specific needs of UNICEF.

158. Disadvantages of moving outside Manhattan would include separation from many of the services at United Nations Headquarters used by UNICEF, including translation, interpretation, documentation and conference services, diplomatic pouch and mail facilities and legal services. Additional travel time would be required for UNICEF staff to attend meetings with other United Nations agencies and departments. The current location of UNICEF House enables the Executive Director and his senior staff to maintain direct and personal contact with the Secretary-General and other United Nations senior staff.

Recommendation

159. The Executive Director believes that it would be in the best interest of UNICEF to accept the proposal by NYCEDC and UNDC with regard to the extension of the UNICEF House lease and the acquisition of building "A", which the Executive Director believes would best satisfy the long-term needs of UNICEF. He recommends that he be given the authority to proceed with the final negotiations with respect to this choice. He also recommends that he be given the authority to issue, if necessary, a letter of intent to UNDC/NYCEDC. In order to implement the recommended proposal, it is estimated that $800,000 will be required from mid-1993 to mid-1995 to strengthen the existing headquarters office accommodation function in the Headquarters Services Section of the Office of Administrative Management. The Executive Director further recommends that a budgetary provision of $800,000 be allocated for that purpose.